

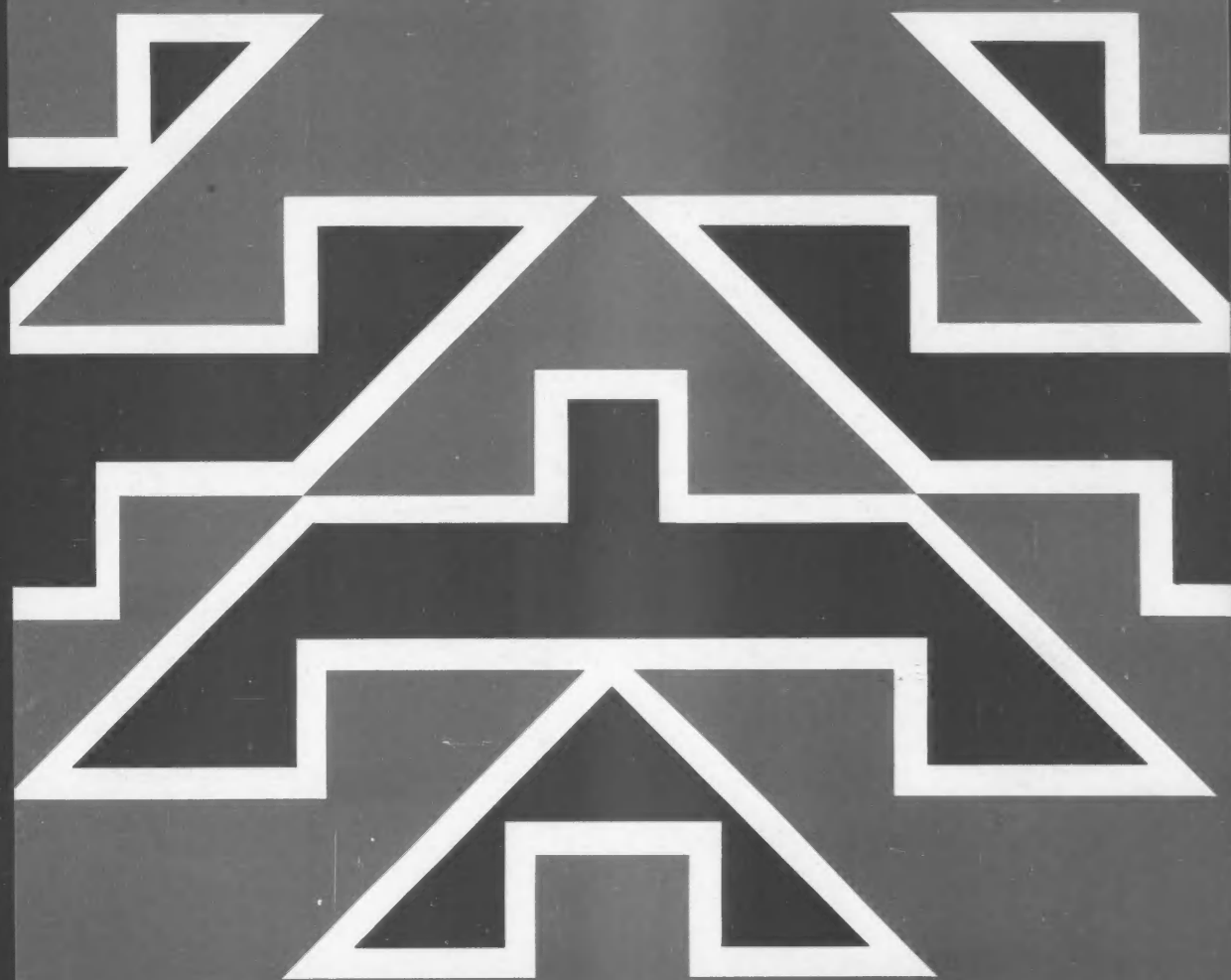


U.S. Department of Housing and Urban Development
Washington, D.C. 20410

Volume XII Number 6 June 1980 \$1.40

Challenge!

Indian Programs





HUD Study Seeks Developmental Options for the '80s

A HUD grant will finance an extensive study by the Urban Land Institute (ULI) to determine the kind of communities we will need in the 1980's and the changes that will be required to meet those needs. ULI has formed a "blue ribbon" panel of 35 leaders from both the public and private sectors, representing a cross section of the country and reflecting a wide range of experience. Called the Council on Development Choices for the Eighties, it will be co-chaired by Arizona Governor Bruce Babbitt, representing the public sector, and Harold S. Jensen, partner in Metropolitan Structures, a Chicago-based redevelopment firm. In announcing the study, Secretary Landrieu noted: "Energy costs and supplies, rising land costs, and changing social patterns indicate the housing and community requirements of the future will be significantly different from the past. We must understand the implications of these changes and determine how best to respond." The Council, which expects to complete its work by January 1981, will, among other things:

- consider desirable forms of development that will best respond to anticipated economic and demographic changes of the last 2 decades of the century;
- identify opportunities for and obstacles to implementation; and
- formulate recommendations for action by Federal, State, local governments, and the private sector, including strategies for public-private corporation.

The Council's work will also contribute in the area of development policies to the President's Commission for a National Agenda for the Eighties.

Adopt-A-Building

Historic Nashville, Inc., a volunteer group concerned with saving the city's historic structures, came into being in 1975 as a result of a debate over plans to tear down the Ryman Auditorium when the Grand Ole Opry left. Now a fried-chicken franchise is going up where the old governor's mansion once stood. Adopt-A-Building, a new arm of Historic Nashville, Inc., doesn't want that to happen again. Purpose of the group, formed last October, is to get a volunteer to develop an interest in one building and its future. The volunteer adopts a building and agrees to contact its owners, report on its condition within a month, make follow-up reports quarterly, and visit it monthly so that it doesn't get sold or torn down before historic preservationists realize it. In its efforts to persuade owners to save buildings, the group gets down to the economic factors that building owners must consider. Owners must be convinced of the value of the buildings. If a building is on the National Register of Historic Places, an owner can get more tax incentives and low-interest Federal loans. Also, special Federal funds are available for

historic buildings, depending on locations and income levels of the owners. Some 60 buildings are presently under the watchful eyes of Adopt-A-Building volunteers.

Shopsteading - A Deterrent to Urban Blight

Homesteading allows people to buy run-down, city-owned houses for \$1 or so, live in them, and invest the money for necessary repairs. Shopsteading allows the same for small commercial properties. These programs together attract seed capital to a neighborhood, encourage a stable business and residential population, and return dormant properties to productive, tax-paying life. Baltimore and Jersey City are the pioneers of the 2 year-old shopsteading program. In Baltimore, buildings cost \$100; there are three sources of low-interest financing available. Buildings cost just \$1 in Jersey City; there, a free grant for redoing the facade in line with a unified architectural plan and 3 percent Federal loans are available. For tax purposes, a shopsteader can get a 10 percent investment credit for renovating commercial properties that are more than 20 years old or have not been renovated in 20 years, and 5-year accelerated depreciation for buildings in designated historic districts. Shopsteading is an indication of the increasing attention being paid to small, independent business persons and their roles in reversing neighborhood decline.

Shopping Cart for the Disabled

Help may be on the way for wheelchair-bound persons who find it difficult to steer a shopping cart as well as a wheelchair when grocery shopping. The world's largest food chain will begin testing a new shopping cart designed for use by customers in wheelchairs. The new carts are an adaptation of a conventional cart equipped with a special rod which clamps to the wheelchair. It enables the confined shopper to roll the cart in front as the chair is maneuvered through the aisles. The carts will be tested at the chain's Washington, D.C. area stores. If the test run is successful, it is probable that the retailer will install them in a number of the 2,400 stores it operates in the U.S., as well as in some other countries.

Sales Shift to Multifamily Units Forecast

Robert C. Lesser, a Beverly Hills consultant, believes that most of the housing units sold in major metropolitan areas during the 1980's will be in multifamily buildings and other attached homes. Speaking at the recent Multi-Housing World Conference, Lesser said that buyer preference, even more than economic necessity, will bring about the sales shift. He noted that pressures of time, money, energy, and social and business commitments will convince many Americans to arrange their lives so they can live, work, and play in the same neighborhood.

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Challenge! is the official departmental magazine of the U.S. Department of Housing and Urban Development. Use of funds for printing was approved by the Office of Management and Budget, September 1978. *Challenge!* serves as a forum for the exchange of ideas among HUD staff throughout the country, HUD-related agencies, institutions, businesses, and the concerned public. As a tool of management, the magazine provides a medium for discussing official HUD policies, programs, projects, and new directions. *Challenge!* seeks to stimulate nationwide thought and action toward solving the Nation's housing and urban problems. Material published may be reprinted provided credit is given to *Challenge!* Subscription rates are \$15.90 yearly domestic, and \$19.90 for foreign addresses. Paid subscription inquiries should be directed to: Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. Manuscripts concerning housing and urban development are welcome. Send all editorial matter to: Editor, *Challenge!* U.S. Department of Housing and Urban Development, Publications and Information Division, 451 7th St., S.W., Room B-133, Wash., D.C. 20410. Telephone (202) 557-5010.

Statements made by authors do not necessarily reflect the views of the Department.

The Secretary of the U.S. Department of Housing and Urban Development has determined that the publication of this periodical is necessary in the transaction of the public business required by law of this Department. Use of funds for printing this periodical has been approved by the Director of the Office of Management and Budget through Sept. 1980.

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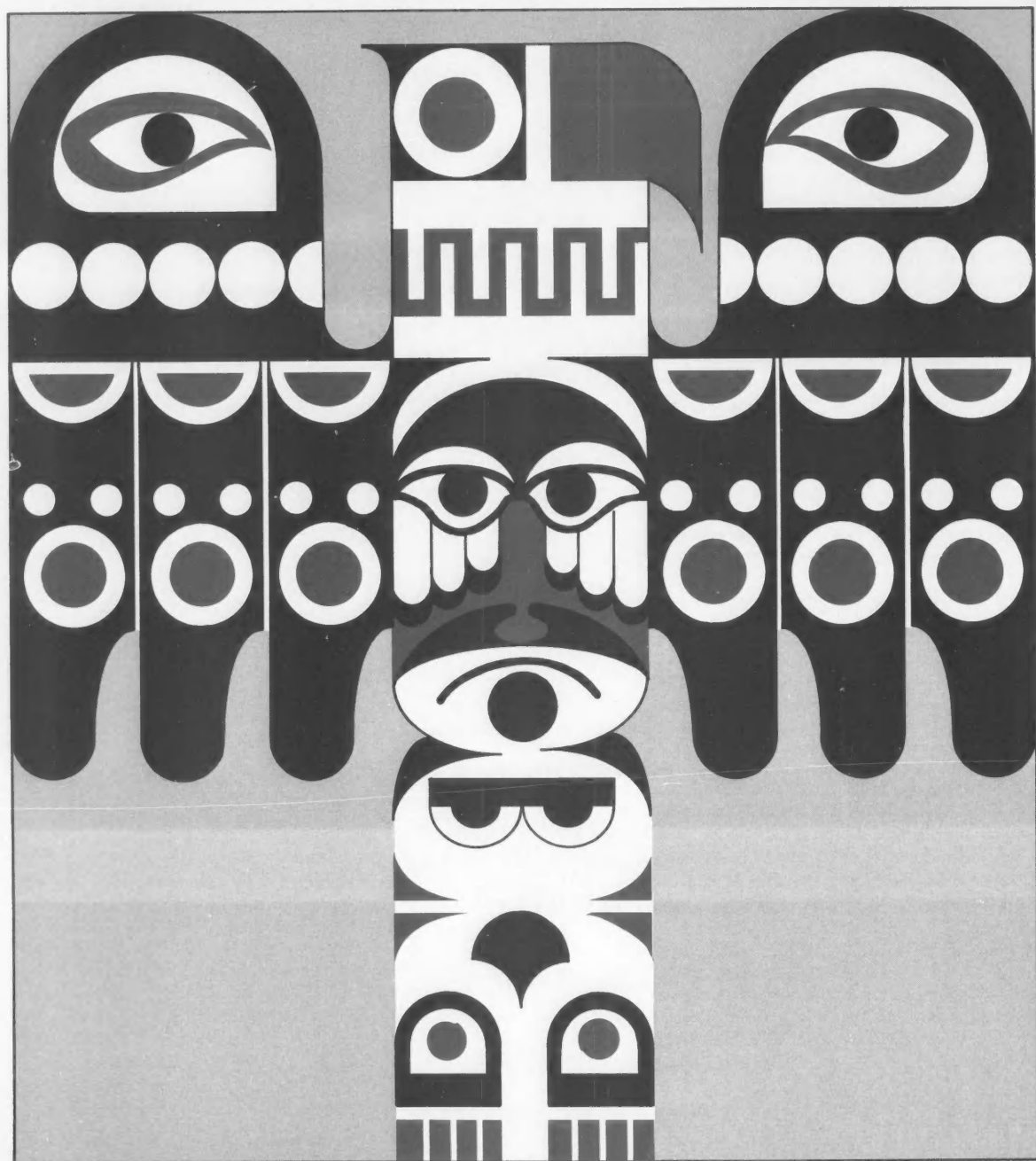
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HUD-Assisted Housing for Indians and Alaska Natives—An Overview

by Mary Helen Meyer

HUD provides assistance in both the development and management of housing for Indians and Alaska Natives under the Public Housing Program, pursuant to the United States Housing Act of 1937, as amended (U.S.H. Act).

It was not until 1961 that the determination was made that Indian tribes had legal authority under Indian law to establish tribal housing authorities to plan, develop and operate low-income public housing projects under the Housing Act. This determination marked the beginning of the first real housing program on reservations and other restricted lands, and the Public Housing Program continues to provide most of the housing assistance in Indian areas.

Housing assistance in Indian areas of the country depends upon cooperation from other Federal agencies: principally the Bureau of Indian Affairs (BIA) for roads and assistance in site selection; and the

Indian Health Service (IHS) of the U.S. Department of Health and Human Resources for water and sewerage services. Interagency agreements were established initially in the early sixties, but the first substantial revision occurred in 1976.

This Agreement is the one currently in use; it sets forth the specific functions and essential points of coordination between HUD, BIA and IHS. The Interdepartmental Agreement is now being updated.

HUD Programs

Each Indian Housing Authority (IHA) administers its own housing projects. The housing can be either rental or Mutual-Help Homeownership Opportunity housing and is produced mainly by either the conventional or Turnkey construction methods.

Rental

The rental public housing program for Indians is essentially the same as the regular rental public housing program. To finance the development costs of the projects the IHA sells notes or bonds to private investors. HUD agrees to pay annual contributions in an amount sufficient to assure payment of the annual debt service (principle and interest).

These annual contributions are pledged as security for the local housing notes and bonds, thereby enabling them to be sold at relatively low interest rates. By Federal law, these notes and bonds are exempt from Federal taxation, thus creating an additional incentive for investors. The Annual Contributions Contract (ACC) for rental projects is for 40 years.

Upon project completion, the dwelling units are leased by the IHA to low-income families at gross rentals (utilities included) not to exceed 25 percent of their adjusted monthly family income. If rents from tenants are not sufficient to pay the housing authority's operating expenses, operating subsidies may be paid by HUD

under certain conditions to insure the low-income character of the projects. Indian rental projects are also eligible for the Modernization Program for improving low-income public housing projects.

Mutual Help

The Mutual-Help Homeownership Opportunity Program was begun in 1962 as an alternative to rental housing. The underlying concept of the program is to provide an opportunity for ownership accompanied by a strong incentive for participating families to aid in the building and maintenance of their homes. Each participating Indian family must make a substantial contribution toward the cost of its dwelling unit (at least \$1500) in the form of land, work, cash, materials or equipment. This obligation can also be met by a tribal contribution on behalf of a family, of the building site and, where feasible, local building materials.

After construction, the home buyer occupies the unit under a lease-purchase contract and is obligated to maintain the home, pay utility costs and make a required monthly payment to the IHA. This payment is the greater of the administration charge or a percentage of adjusted family income (not less than 15 percent or more than 25 percent), taking

into account an allowance for the cost of utilities. Amounts in excess of the administration charge are credited to the participant's equity. The participant will acquire title by the end of 25 years; however, if a family's income increases and it makes correspondingly higher payments, the family's equity builds faster, thus shortening the time before the family takes title to the home.

Mutual-help housing now constitutes approximately 70 percent of the public housing assistance in Indian areas. However, due to the escalating costs of utilities and maintenance, mutual-help housing has become increasingly expensive to the family; and this is leading to greater use of the rental program for those who cannot afford the minimum costs of mutual-help.

New HUD Organization

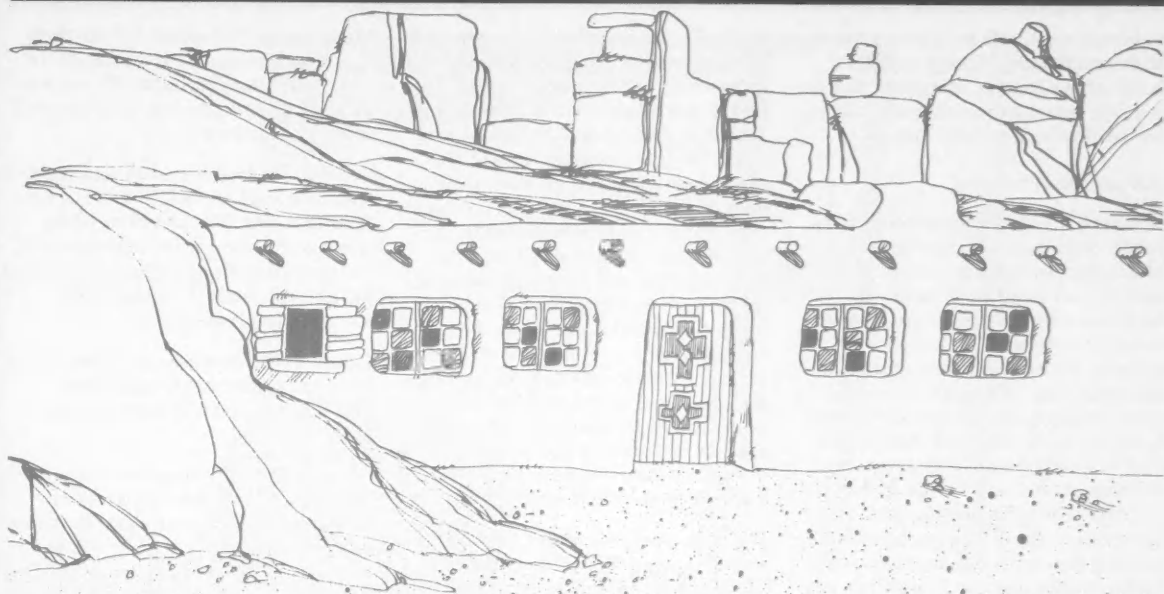
To improve the delivery of housing in Indian areas, HUD recently made significant organizational changes. In 1977 a Special Assistant for Indian and Alaska Native Programs was appointed to serve as departmental advisor on the actions, programs and needs of Native Americans. An Office of Indian Housing, reporting to the Deputy Assistant Secretary for Public Housing and Indian Programs, was established in November 1978 with the responsibility to formulate policy and procedures on development and management of Indian housing, to coordinate with other Federal agencies and to train and monitor actions of field offices. A separate staff is also being established by the Assistant Secretary for Community Planning and Development to handle Community Development Block Grants and provide technical assistance for Indian tribes. Thus, for the first time policymaking and implementation are coordinated within HUD.

The improved organizational structure within HUD Central Office is supplemented by the restructuring of the

field office for Indian programs that is currently underway. In 1975 special Indian program offices were created in Regions VIII and IX to improve delivery of resources to Indian communities. Recognizing the need to expand this system to other Indian areas, the Department is in the process of restructuring the way in which Indian programs are administered in the field to conform more closely with the geographic concentrations of Indian people and to permit more specialized staffing. These restructured offices will deal exclusively with HUD programs for Indians and Alaska Native Americans.

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"The project management concept and the construction of subterranean homes are two innovative methods of meeting some of the problems associated with the development of Indian housing."

Innovative Indian Programs in the Denver Region

by Edward Gardner

There are 26 Indian reservations with a total population of about 95,000 Indian people in the six States of the Department of Housing and Urban Development's Region VIII. Because these Indian lands are generally remote, their populations thinly and widely dispersed, and their economic resources highly limited, the problems of bringing them housing and community development services are unusual and difficult.

The average Indian family's annual income is extremely low and its housing is as poor as that of any other identifiable group in the United States. Most Indian homes provided little more than the barest shelter from the elements when they were built, and decades of weathering and wear and tear have reduced many of them to a state of total dilapidation.

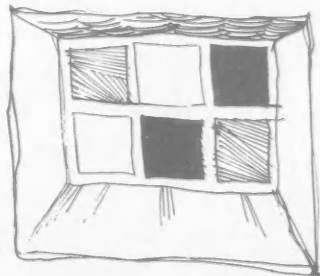
The Federal Government has responded to the severe and specialized problems of the Indian people. The housing and community development programs administered by HUD have been made available to tribal governments just as they are to State and local governments. Almost half of the 19,000 Indian households on the Region VIII reservations are housed through HUD's public housing program.

New Approaches Developed

An Office of Indian Programs was established in 1975 as a specialized Area Office within the Denver Regional Office.

Its staff has worked closely with tribal leaders to identify the housing and community development needs of the Indian people and to design the best possible solutions to those needs. In that process a number of highly innovative techniques and technologies have been developed.

Two of the most exciting innovations have been developed to respond to the two major problems which have become critical in recent years in HUD's attempts



to bring decent, safe and sanitary housing to the reservations. Energy costs for heating have become unbearably high and the time required to develop new housing has become unacceptably long.

Subterranean Housing

Heating homes on the reservations of the northern plains would generate special problems even if energy costs were not now skyrocketing. The featureless landscape between these plains and the North Pole allows the Arctic winds of winter to sweep across them unmoderated and undiverted. Wind chill factors and home heating problems are more extreme here than in any other part of the United States excluding Alaska. Because of the isolation of reservation housing, the only practical heating fuel for many Indian homes is electricity. Heating costs in traditionally constructed housing, despite double glazing and heavy insulation, can reach several hundred dollars a month during the long northern winters.

Ironically, the latest innovative approach to energy conservation in Indian housing is a throwback to much earlier times. The first subterranean homes in North America were designed and built by Indians long before the first Europeans arrived. The early white settlers on the plains made their own adaptations and built sod houses or "soddies" on their homesteads. The lack of other building materials on the treeless plains, not energy conservation, led the early builders to sink their homes into the earth and to use sod for the upper walls and roofing. The snug warmth of a "soddy," heated only with buffalo chips during a raging Arctic blizzard, came as a happy surprise to the settlers who had left cold and drafty above-ground homes in the more settled and temperate parts of the world to come to the windswept frontier.

The earth provides a refuge from the rages and temperature fluctuations of the air above it. Six feet below ground level the temperature is a steady 55 degrees, night and day, winter and summer. When the outside temperature is 10 degrees below zero, the air inside must be warmed 80 degrees to reach the 70-degree comfort level. An underground structure requires only a 25-degree increase under the same conditions — an energy saving of 66 percent. Above-ground houses which lose their heating through power failure or abandonment suffer severe and expensive damage when water pipes freeze and burst. Subterranean homes never reach the freezing level.

Region VIII's Office of Indian Programs has entered the new age of subterranean housing by committing funds to build 10

experimental units on the Fort Berthold Indian Reservation in North Dakota. In order to develop data on the efficiencies of different designs, the houses will be built in two different ways.

Some will be built into south-facing slopes with their south walls fully exposed from floor to ceiling. The prevailing winter winds come from the west and the north, and protecting the only exposed wall from them should retain the subterranean temperature advantage.

Others will be built with earth sloped up to cover the greater part of each of the exterior walls and with earth-covered roofs.

Once constructed, the houses will be fitted with devices to monitor their internal temperatures. Outdoor weather conditions will be logged and energy use will be recorded. If the subterranean homes prove to be as cost and energy efficient as is now anticipated, many more will be built on the reservations in the future.





Project Management

Developing housing on Indian reservations is a difficult, complex and time-consuming undertaking. Often it takes 3 to 4 years from the time that HUD commits the funds to build a unit of housing until the unit becomes ready for occupancy.

Much of the delay results from the site-selection process. Most of HUD's Indian housing is developed under the Mutual Help Homeownership Opportunity program which results in the housing being built on widely dispersed individual sites. Under most circumstances the building sites are allotted by the tribe to the family which eventually will own the home. The prospective owner has to apply to the Bureau of Indian Affairs (BIA) for a lease on the site. The BIA surveys and records the site before the lease is signed.

The Indian Health Service (IHS) of the Department of Health and Human Resources must then inspect the site and advise as to the availability of sewer and water facilities. BIA becomes involved again if road construction is necessary.

Then the initial involvement of the architect begins.

No single entity has economic or coordinating responsibilities at these stages of the development process. So delays often result.

As an experimental approach to eliminating these delays, the housing authority of the Rosebud Indian Reservation in South Dakota entered into a contract with a project management company to build 150 single-family homes at 17 different locations.

The project management process is comparable to the Turnkey process in the development of public housing. The manager contracts to build a certain number of housing units by a specified date at no more than a designated cost per unit. If construction is completed ahead of schedule, the manager earns a bonus. If completion is late, a penalty is imposed.

Under the project management concept, the manager begins by assisting the housing authority and the prospective homeowners in selecting the building sites. The manager then coordinates the site-related activities of IHS, BIA and HUD, directs the testing of the soils, and designs the project.

Once the housing authority approves the plans and specifications, the manager prepares a budget and submits it to HUD and the project terms are negotiated. Construction begins with the manager having full responsibility for all of its phases and aspects.

The Rosebud project management contract included the provision of

preoccupancy training for the prospective homeowners in maintenance and care of the home and the basics of homeownership. The manager also involved the prospective owners in the building process by giving them the opportunity to choose their own carpeting and wall colors.

At Rosebud the project management concept was a great success. The project was completed well ahead of schedule and excellent quality control was maintained.

The project management concept and the construction of subterranean homes are two innovative methods of meeting some of the problems associated with the development of Indian housing. Budget constraints and the necessity to make housing more energy efficient will require the agencies involved in developing housing programs to continue to find new techniques to make housing production more efficient and to experiment with energy-saving technologies.

Mr. Gardner is the Public Affairs Officer for the Denver Regional Office, HUD.





Shared Houses, Shared Lives: The New Extended Families and How They Work, by Eric Raimy. Los Angeles, J.P. Tarcher; distributed by St. Martin's Press, 1979. 216pp. \$6.50 (paper).

In the author's own words, "shared household" is a politically neutral term which he uses interchangeably with the word "commune." Ergo, the title *Shared Houses, Shared Lives* sounds considerably more conventional and does not stir up negative emotions often associated with pot-smoking hippies and their gurus, idling away nonproductive hours in a communal pad. It would not be inappropriate, however, to have noted on the book jacket: CAUTION — Reading this book may be hazardous to your current lifestyle.

Eric Raimy is a former reporter who has lived in communal households since 1973, and he manages to convey a convincingly pleasing picture of his experiences. Communes have achieved, almost imperceptibly, a surprising level of respectability in a very short time and have become, in fact, so significant numerically that they will be counted in the 1980 census.

Raimy gives a brief historical review of the several types of communes — religious, socialist utopian, the counterculture of the 60's and finally, beginning around 1970, the middle-class commune — the subject of this tidy little book.

"Tidy" seems a rather strange word to use in describing a book, but it's appropriate here, mainly because the author is a tidy person, evidenced by the "crumb" incident. Raimy uses this incident as an example of resolving conflict. Soon after joining the commune, Napa House, Raimy noticed there were often crumbs left on the kitchen counter. When he had kitchen duty, he swept them away, but found that others didn't, so he became resentful. Then he remembered that several times when he had visited Napa House before joining, there were crumbs on the kitchen counter, so he realized that he must have known beforehand that their standard of cleanliness was different from his. He reasoned, therefore, that he had no cause to feel resentful, and had two choices. He could either speak up and try to persuade the others to adopt his standard or he could accept theirs. He decided to accept theirs, became a less compulsive crumb sweeper, and his resentment vanished. But — the compulsive crumb sweeper is still evident in the style of his book. Chapter One provides an overview and Chapter Two describes the several different types of communes. In the last paragraph of Chapter One, Raimy tells the reader:

"Now you have an overview of this book. If a chapter takes up a question of special interest to you, you can turn to it directly. If you want the full picture, the next chapter details the variety of communes available."

This pattern is followed regularly. The last paragraph of each chapter recapitulates that chapter and introduces the next one. Not a very exciting literary style, but it serves the author's purpose well — that of providing a practical guide and manual for those who are either living in a commune or who are considering joining or starting one.

Much of the book is taken up with the nitty gritty of "how to's": how to find a commune, how to resolve conflicts, how to organize the housekeeping, how to reach a happy balance between community and privacy, how to handle sexual conflicts, and so on. Some of these problems are more interesting than others, as in the chapter, "Resolving Conflict," where Raimy writes about the importance of developing interpersonal skills, and stresses, particularly, the concept of assertiveness. Being "assertive" is defined here as speaking up when something is bothering you or when you want to ask for something. This is distinguished from being aggressively demanding and preferable to being passively unassertive — two destructive qualities, particularly in communal households.

The book is mostly fun reading, even though some of the subject matter is mundane. Raimy maintains, however, that "Everyday life in a communal household is anything but mundane — it is an exciting adventure. Sometimes, when people disagree, this lifestyle is exasperating. But it is often fun, and it always provides a strong feeling of involvement with other people."

Of most interest to housing specialists, is Raimy's review of the various types of middle-class communes in existence now and of the many needs they fill for those who are young, middle-aged, or old; single, divorced, or married.

Communes are not for everyone, and not for anyone all of the time. But Raimy makes a convincing statement on the desirability and usefulness of shared households. They fill a need in our society which has become increasingly mobile and where most of us work in impersonal bureaucracies. Consequently, he maintains that "there is a widespread feeling that a vital sense of personal connection with other people is missing from American life," and that "communal living is a good way to restore this connection." In a survey on the satisfaction of communal living, the majority checked the box reading, "companionship, security, and a supportive atmosphere."

Pauline Dunsmore
Circulation/Reference Librarian, HUD

Toward Better Management of Indian Housing

by Joan Friedman

In 1976 a major step was taken toward improving Indian Housing Authority (IHA) administrative operations. This was the creation of the Management Initiatives for Indian Housing (MIFIH) Program. Each of the HUD Regions would develop its own strategy for the Management Initiatives Program, responding to its own particular needs.

An example of how the program has proceeded on a regionwide basis is provided by the San Francisco Regional Office, where a broad mix of training and technical assistance was offered.

Ten consultant firms were retained to spearhead training, which was offered in formal university courses as well as in seminars and workshops conducted by HUD staff and consultants.

Defining Roles and Responsibilities

In Region IX, one of the most serious deficiencies in the Indian Housing program was a lack of understanding of roles and responsibilities. Therefore, orientation for commissioners, IHA staff and tribal officials received special attention. Held in early 1977, these statewide orientation sessions dealt with the roles of HUD, the IHA, the Board of Commissioners, the Executive Director, and interagency relationships.

Training Tools

Orientation manuals developed by HUD staff for the initial HUD-sponsored orientation sessions continue to be well utilized. These handbooks contain all the basic documents governing an IHA's operations, including contracts, sample-required policies (collection, maintenance, personnel, etc.), Mutual



Help and Occupancy Agreement, and dwelling lease.

The orientation sessions have been favorably received and continue to be presented periodically to new IHA commissioners and executive directors.

Varying approaches to the Management Initiatives Program are outlined below, by State:

New Mexico – The New Mexico Indian Housing Authorities collaborated with the Navajo Housing Authority on a training plan under which the seven housing authorities proposed to hold joint seminars over a 2-year period. The housing authorities selected a coordinator to assist in planning the agenda, identifying appropriate resources, and evaluating the seminars.

Each seminar, hosted by an individual authority, covered a specialized topic of concern to all of the IHA's. The seven originally scheduled seminars included occupancy, accounting, elderly and low-rent housing, insurance and investments, modernization and solar energy, development activities, and maintenance.

As a result of evaluations received from IHA's, additional seminars were conducted on financial management, and housing development.

Nevada – Ten IHA's in Nevada entered into a joint contract with one of the approved MIFIH Trainers, Southern Methodist University, for training and individualized on-site technical assistance. Six seminars were held and 130 days of on-site technical assistance provided. Specific areas covered in the seminars included accounting and finance, cash controls, financial management, and operating policies. Due to the divergence in levels of experience and knowledge of the participants, the on-site technical assistance was judged to be more beneficial than the group training seminars.

In this situation, a substantial turnover of staff and board members demonstrated the need for an ongoing training program.

Arizona – Eleven Arizona IHA's entered into contracts for training on housing development, commissioner orientation, and general management sponsored by one of the approved MIFIH trainers.

The Arizona IHA's felt the training provided by consultants was extremely costly and of limited effectiveness and elected to cancel their contracts with the consultant.

These IHA's as well as others that did not contract for MIFIH activities are utilizing funds to attend HUD-sponsored training and various local courses.

California – A number of California IHA's attempted to join together for group training but were not successful in negotiating a combined contract. Two contracted for technical on-site assistance with a non-Indian housing authority and the others have been utilizing MIFIH funds for individual courses, and HUD-sponsored workshops.

Housing Inspection Course

Twenty IHA's utilized MIFIH funds to attend an 11-day training course in existing and new residential housing presented by the University of Wisconsin Extension – at Arizona State University. Fifty-three participants, including some from Region VIII, attended the course, which provided guidance on how to inspect housing from a standpoint of safety, energy efficiency, and proper construction. As a result of the course, IHA's obtained a good understanding of why a proper housing inspection program is necessary and also how to implement one on their reservations.

Accounting Services

A portion of MIFIH funds was specifically designated for supplemental accounting

services to be provided to 10 IHA's in New Mexico and Arizona. Over an 18-month period an accounting specialist visited these IHA's to update books and provide technical assistance in the maintenance of books and records.

IHA official were instructed in the proper recording of monthly charges and payments, classification of disbursements and supporting documentation, preparation of payroll tax reports, improved internal controls, and investment of funds.

Prior to the start of the MIFIH training, most of the Authorities were several months late in providing monthly data to the accountants. In fact, a review of Authorities in May 1978 showed that none of the 10 was current in submitting required data.

As a result of the personalized MIFIH training, IHA's developed an awareness of various financial documents that are significant to the accounting process. There has been a significant improvement in the quality of IHA accounting activities.

Overall Evaluation

Generally, MIFIH training has been successful in providing IHA's with increased program understanding, technical proficiency and knowledge needed to improve management capability, especially in the areas of accounting, collections, and maintenance.

Various approaches have had varying results. The large HUD-sponsored orientation sessions provide a good understanding of HUD programs, roles and responsibilities of IHA commissioners and staff. Small seminars presented individually or to a small group of IHA's allowed for development of technical skills essential to efficient operation.

Ms. Friedman is a Housing Management Officer, Office of Indian Programs, San Francisco Region, HUD.

HUD Aids Tribal Self-Determination

by Robert Barth

Fiscal Year 1980 marks the third year of the implementation of the special Indian Community Development Block Grant Program (CDBG). Given the kinds of objectives the program has emphasized, three years is a relatively short span of time to produce significant results.

The primary consideration of tribal representatives and HUD staff in the design of the CDBG program for Indians was the development of viable Indian communities within the context of *Tribal Self-Determination*.

Tribal Self-Determination and Community Development are concepts as broad and varied as the cultures and conditions of the tribes the program was designed to benefit; in recognition of that fact, the program rules and regulations were drafted to reflect these variations.

The "hardware" kinds of activities funded through the Indian Block Grant Program are fairly typical and fairly easily evaluated – from housing rehab to economic development, and from fire protection to senior citizen centers. Other program objectives, perhaps more important in long range impact, are less easily evaluated. The program emphasizes the provision of incentives for tribes to improve their planning and implementation capacities in housing and community development matters; it is also intended to maximize their participation in the development of national and regional policies; and, most importantly, to let the tribes take maximum advantage of their physical and cultural resources to achieve the objectives of self-determination.

Using the Block Grant Program
Developing regulations for the Indian Block Grant program included a "consultation" process that had limited



Photo by Robert Ilumin



Photo by Carlos Mendoza

TOP — Two-bay fire station, Picuris Pueblo, N.M.

LEFT & RIGHT — New community center and fire station under construction on the Sycuan Indian reservation.



Photo by Robert Ilumin

success in the first year of the program; later, after extensive outreach efforts, tribal representatives began participating in policy determinations, particularly after they began to see their perspectives actually reflected in regulations. The viewpoints of the tribes are proving to be a valuable resource in HUD-Indian program decisionmaking.

The planning and administrative capacities of the tribes vary greatly. The process of improving these capacities is evolutionary in character. The program, as originally conceptualized, did assume, in general, a much higher level of administrative and planning capacity than currently exists for many tribes.

Promoting and supporting community development and self-determination in these situations has caused some short run problems, which prompted HUD staff to rethink conceptions of what technical assistance should be and how it should be provided. HUD is now better able to make realistic assessments of the needs of tribes in the areas of program development and management, and is redirecting efforts to provide this assistance in the most appropriate manner, given the needs of individual tribes.

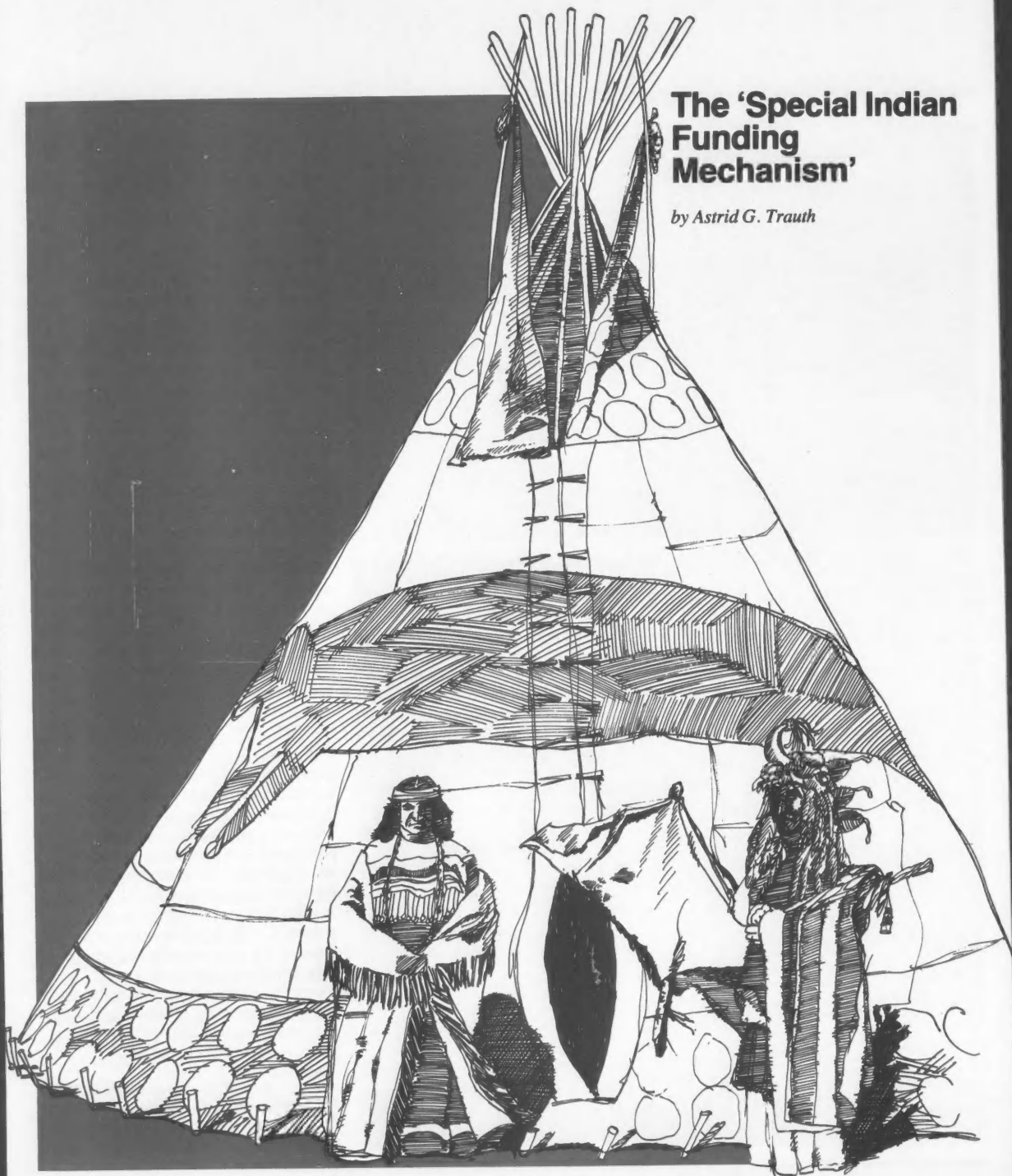
Community Development funds have been used as an investment in tribal development, not just in "hardware." An increasing number of tribes have developed long run strategies and short run implementation techniques to achieve their objectives of growth and development and to maximize their potential. Although it is too early to evaluate the long run effect of the comprehensive multi-year funded programs, early indications are that this funding concept has proven beneficial to the tribes involved, and will support achievement of true tribal self-determination.

Mr. Barth is with the Office of Indian Programs, San Francisco Regional Office, HUD.



The 'Special Indian Funding Mechanism'

by Astrid G. Trauth



Development of the "Special Indian Funding Mechanism," better known as the Block Grant Program for Indian Tribes and Alaska Natives, was unusual in two respects. Both the proposal for a legislative amendment and the program regulations were developed with an unprecedented amount of prior consultation with Indian tribes. And, the whole effort was initiated by HUD field staff. In many ways, the story of the "set-aside" funding for Indians is an example of American political and bureaucratic systems at their best. This was a grassroots effort that culminated in an important improvement in national policy and a major change in the way HUD relates to Alaska Natives and Indian tribes. Along the way, conflicting political interests among the tribes were resolved in the classic tradition of compromise and negotiation. And finally, the effort reflected a real partnership between local and Federal governments.

This is a brief, anecdotal history of the development of the set-aside, including some funny as well as frustrating moments, the wonderful array of personalities and interests involved, and some unintended results.

Phase I: Bureaucratic Phase

It all started when the tribes got mad. The tribes were angry for several reasons. They were angry because yet another, obviously good, Federal program that could provide important help in meeting some of the Indian tribes' overwhelming

needs, was not meeting their needs. This resulted from several statutory provisions and HUD's organizational alignment. The statute directed that grants be awarded by State and county demography and the regulations provided for grants to be awarded at different times during a given year. Many reservations, however, cover portions of several counties or even States; so a few tribes had to submit multiple applications for one project. Imagine being a tribal chairperson and having to explain to an irate member that he couldn't get indoor plumbing because he lived in the county where HUD funds were scarce but his brother could get both plumbing and a new roof, because he lived a mile away in a county where HUD funds were more plentiful? Tribes were also upset because the grants were so small compared to their needs. A grant of \$165,000 doesn't rehabilitate more than about 15 homes and the need on most reservations is in the hundreds. And, they were irritated because so few tribes in the Region were being funded. Just 40 out of a total of 140 tribes were funded in 1975 and 1976.

The funding system also promoted tension between Region IX's Office of Indian Programs (OIP) and its Area Offices. The Area Offices were understandably tense. Indian tribes with their staggering poverty and substandard housing rates were often very competitive under the rating system. The two branches of HUD were on a collision course, with each office wanting to see the best possible results for its group of clients. In short, the block grant program was not working as well as it should because of the degree of competition which resulted from an organizational arrangement.

And finally, some small city officials were getting angry and so were their governors and congressional delegations. They were angry because Indian tribes often got all of the metropolitan and nonmetropolitan CDBG fund balances in the State. This happened twice in the State of Nevada, for example. Small cities in most States are not affluent and there was growing resentment, especially in the West, at the percentage of block grant funds that went to the tribes. If, on the one hand, it could be said that tribes were getting too much money, it could also be said they were getting too little.

In 1975, there was the "huge" sum of about \$500,000 in the entire Nevada metropolitan and nonmetropolitan discretionary balance. There are 17 tribes and dozens of small cities in the State, all of which have substantial needs. The allocation of funds is based on a population-oriented formula. The West, being relatively under-populated, received substantially lower discretionary balances than the East and the Midwest, for example. But where is the heaviest concentration of American Indians with staggering needs? In the West. In short, a statutory provision that was intended to insure equity to both cities and tribes resulted in unintended inequity to both.

After the 1976 funding cycle, it became clear to the staff of the HUD Denver and San Francisco Offices of Indian Programs that something had to be done. At a May 1976 meeting of the Regional and Central





Photo by Carlos Mendoza

Housing rehabilitation under the Community Development Block Grant program — San Pasqual Indian reservation



Photo by Steve Grossman

ABOVE — The Pit River tribe's first grant application for HUD-assisted housing (1979) has helped reduce its sub-standard housing stock.

LEFT — One result of housing rehabilitation in Picuris Pueblo, N.M.



Photo by Robert Ilumin

Office of Indian Programs staff, Region IX volunteered to explore the possibilities for a proposal for a block grant set-aside for Indian tribes to be submitted to the Assistant Secretary for consideration.

The proposal took most of the summer to prepare. There were two distinct parts to the effort. First, we had to find out if the tribes were interested in pursuing the idea. At a series of meetings throughout the Region we presented the problems, the set-aside concept and the alternatives, and reconfirmed an immutable fact of politics. If there is a dollar sign attached to a proposal, tribal political leaders are just as interested in it as municipal politicians. The tribes considered proposing a separate section in Title I of the Act to be accompanied by a separate "line item" in the appropriations bill. They decided this was not politically feasible to propose either to HUD or to Congress. They presumed that the urban committees of Congress would not be sympathetic to that magnitude of special treatment for such a rural, culturally different type of local government as an

Indian tribe. Instead, tribes in Region IX almost unanimously thought that the most practical approach would be to increase the HUD Secretary's Discretionary Fund from two to three percent and set the increase (about \$32 million in 1976) aside for Indian tribes and Alaska Natives.

The second part of the proposal effort involved developing the statistical and legislative justification for a "set-aside." (It had already been determined by the HUD General Counsel that there was no administrative way for HUD to provide more money and more flexible regulations for Indian tribes and Alaska natives without amending the statute.) Thus began the laborious process of trying to put a dollar value on the obvious need of tribes for increased assistance.

There is no consistent, nationally applicable data on Indian tribes at all, much less on their community development needs. So we took what we could find and by a mathematical process that resembled alchemy as much as analysis, we made "appropriate" calculations that demonstrated that one percent of the Secretary's Fund was not an unreasonable amount to propose. The resulting proposal is a model of its type — short on numbers, long on commonsense narrative and overwhelming in appendices. It was submitted to HUD Headquarters in September of 1976 jointly by the Regional Administrators of Regions V, VIII, IX and X. The significance of the proposal development

process was, of course, that the tribes themselves made virtually all the substantive and political decisions. HUD field staff essentially provided the logistical and administrative support required to produce a proposal that would be acceptable to a bureaucracy. Many tribal leaders commented that this was the first time that they had worked in such close and early cooperation with a Federal agency in developing a new program.

Because of the extensive tribal involvement in all phases of development of the program, the Block Grant Program for Indian tribes and Alaska natives has a degree of credibility among tribes that is not enjoyed by many other programs. And we believe that the early consultation with tribes has resulted in a more flexible and responsive program than could not have been achieved had we well-meaning "Feds" tried to do it on our own.

Ms. Trauth is Director of the Office of Community Planning and Development, San Francisco Office of Indian Programs.



A Major HUD Initiative to Curb Fraud, Waste and Mismanagement

by Chris Greer

The resources of the Government must be managed well, free of waste, fraud, and inefficiency. The American people believe, and I agree, that managing their tax money is a public trust. . . . Eliminating waste, fraud and error should be as important to you as your program objectives.

So stated President Carter in his December 1978 memorandum to the Heads of Executive Departments and Agencies wherein he called upon them to develop a comprehensive plan setting the course for an overall effort to eliminate waste, fraud, and error in Government operations. In his memorandum, the President also called for an analysis of existing resources to prevent and deal with waste, fraud, and error, and a planned approach on how to utilize audit and investigation resources to deal with such problems.

HUD had already taken an important step in this direction when it established a Committee on Fraud, Waste, and Mismanagement on November 2, 1978. The Committee was created to coordinate the review of the Department's efforts to minimize the opportunities for abuses in its programs, and to advise the Secretary on related policy matters. The Committee, which is chaired by Inspector General Charles L. Dempsey, consists of representatives from all principal offices in HUD, including Regional and Area Offices.

Secretary Landrieu has addressed the Committee on two occasions recently and reemphasized the importance HUD top management places on the work of the Committee. The Secretary believes the Committee provides a vehicle for all

disciplines to play an active and cooperative role in protecting program integrity in conjunction with their respective primary responsibilities. Moreover, the Secretary stated that all HUD employees must be made more aware of the need to design and exercise sound management practices that can assist in preventing the occurrence of fraud and abuse. The Secretary assured the members that he fully supports and appreciates the efforts being made by the Committee.

Achievements

Since it was established, the Committee has made considerable progress and has laid a firm foundation for carrying out its mission. It has adopted a working group approach in dealing with various policy issues whereby a member is designated team leader and is responsible for the completion of an assigned project.

One of the Committee's first work groups, led by Paul Williams, Office of Housing, resulted in the Department's implementation of a new management system known as the Fraud Vulnerability Assessment System. This system, which applies to all new or substantially revised programs, is designed to assure that positive steps are taken to incorporate proper safeguards in program regulations or implementing handbooks. It is hoped that placing increased emphasis on front-end management controls will reduce HUD's vulnerability to irregularities or mismanagement.

Work Groups

Several other members of the Committee have been instrumental in coordinating the activities of work groups. For example, Bob Fagin, Office of Administration, led a project to research and analyze various aspects of HUD's monitoring systems. In January, the group presented a report to the full Committee summarizing the results of their research. The report contained a

series of recommended actions that the Committee might take to identify where HUD should try to improve its monitoring functions or systems.

As a result of this research project, the Committee initiated a follow-on study to be conducted by a work group that is currently assessing HUD policy and performance relating to program participant monitoring. Since a majority of HUD funds are delivered through third parties, the Committee believes monitoring is a vital management control that should be continually evaluated and improved in order to prevent breakdowns or abuses in program delivery.

Dom Iannelli, Office of Community Planning and Development, was the work group leader on a Committee project designed to measure the impact and effectiveness of the certification process in the Community Development Block Grant program (CDBG). HUD relies on State and local governments to administer and deliver program funds. This reliance stems, in part, from local officials' certifications that funds will be managed effectively and in accordance with statutory objectives.

Mr. Iannelli's group recently reported to the full Committee that, although the certification process is generally an effective management control, certain improvements can and should be made to increase the reliability of the certifications. This report will serve as a basis for possible future Committee assignments.

Another noteworthy Committee undertaking which may have a significant effect on multifamily housing is currently in process. Paul Williams, Office of Housing, and John Kennedy, Office of the General Counsel, have been working with staff from their respective offices, as well as Office of Inspector General personnel, to revise the Regulatory and



Management Agent Agreements. Historically, HUD has been unable to effectively enforce the current agreements because of known or perceived loopholes in the agreements. Moreover, current language in the agreements tends to confuse rather than clarify some of the basic responsibilities assumed by HUD and respective third parties under the agreements.

The Committee, as well as HUD top management, believes that the revisions of these basic agreements will go a long way toward curbing past abuses and will give HUD an effective tool with which to take appropriate action against firms or individuals that misuse multifamily program funds.

As indicated, the Committee has played an active role in addressing some basic problems that have provided opportunities for the occurrence of fraud and abuse in departmental programs and activities. The Committee represents a major initiative that demonstrates that HUD top management fully supports cooperative efforts in attempting to manage its programs more effectively.

Mr. Greer is Director, Fraud Control Division, Office of Inspector General, HUD Headquarters.

Pictured with Secretary Landrieu at a recent Committee meeting are various members and support staff. (Seated left to right) Michael Mandel, OS; Bob Downs, Admin.; I. Margaret White, Richmond Area Manager; John Kennedy, OGC; Chris Greer, OIG; Secretary Landrieu; Inspector General Dempsey; Robert Hudak, OIG; George Anderson, GNMA; Elena Van Meter, NVACP; Chuck Taylor, PDR; Dom Iannelli, CPD; Al Diehl, New Community Development Corporation. (Standing left to right) John Connors, OIG; Nancy Christopher, OGC; Dennis Raschka, OIG; Bruce McCarthy, OPA; Dot Michelson, OIG; Roy Rhodes, OIG; Joe Nahan, Housing; Clarence Logan, OLR, Tom Jenkins, FHCO; and Paul Williams, Housing.



The Way Things Are

(Excerpted from *Canada Today/D'Aujourd'hui*, published by the Canadian Embassy, Wash., D.C.)

It is said, with a misleading air of precision, that there are now over 283,000 Indians in Canada, 80,000 more than when the white first came. It is also said that this growth has been recent, that the Indian population declined until the end of the last century (there were 108,547 Indians counted in 1881) and that it has grown at an accelerating rate since. In truth, past and present statistics are both incomparable and unreliable. There may be as many as a million Indians now, depending on how one defines an Indian. To understand the confusion, it is necessary first to understand a variety of definitions.

Registered or Status Indians: In 1976 there were 283,000 listed in the Indian Register. Their communities (along with those of the Eskimos or Inuit) are supervised by the Federal Government. Some belong to bands which made treaties with the white man, surrendered land and received reserves, bounties and small annuities. These bands have 2,274 reserves, and over 100,000 Indians live on them — half of them live in Ontario. The largest single reserve, the Six Nations near Brantford, has a population of 8,200. Some 35,000 treaty Indians are also registered Indians whose ancestors did not sign treaties in Quebec, the Maritimes, parts of the Northwest Territory and most of British Columbia.

Nonregistered Indians: These Indians are often not fully Indian as the registered, but they lack formal status. Either they and their ancestors never had it, or they lost it by renunciation, by voting in a Federal election before 1960, or, in the case of women, by marrying a white man or a nonstatus Indian.

Métis: Métis were originally, the French-Indian descendants of the trappers, traders and farmers of the Red River Valley. Between 1870 and 1875 the Government issued them land script, good for 240 acres, and offered them the choice of being registered or nonregistered. In 1940 the Government withdrew recognition of the Métis. Today a Métis can be considered anyone who is of part-Indian ancestry. Their estimated number, reflecting the imprecise definition, varies from 60,000 to 600,000.

Thirty percent of the registered Indians and a great many nonregistered Indians and Métis live in urban areas. The urban Indians often live in unofficial ghettos in cities such as Winnipeg, Toronto and Edmonton. These people are often conspicuously poor, often unemployed and often suffering from alcoholism. Many die young, most frequently from illnesses caused by poor nutrition and exposure to cold and damp. Respiratory diseases are the leading killer.

Mortality statistics are misleading at first blush. In 1970 the

average life span for Indians was 34 years, for whites seventy-two; but the figures suggest something which is not so: that most Indians die in their thirties. Because a very great number die in their first two years of life, the mortality rate then is eight times that for white babies. Those Indians who survive the first two years have an average life span of about fifty-one years, and those who live past thirty-five have about the same life expectancy as whites of the same age.

Other statistics associated with poverty are also confusing unless they, too, are carefully analyzed. They are, however, appalling even when fully understood. Three-fifths of status Indians are on welfare. Eighteen percent of status Indian children are officially deserted or abandoned. In 1965 thirty-two percent of Indian births were illegitimate.

The illegitimate birth figures are, perhaps, the most misleading. Since 1957 the government has refused to acknowledge tribal rite marriages as legal; any child born of such a marriage is automatically illegitimate. Much more important, however, are the economic factors that influence statistical illegitimacy. Many Indian couples choose to remain legally unmarried because to marry would deprive them of income. An unmarried woman with three children gets three times the allotment she would get if she were married but separated. Further, a status Indian woman who marries a nonstatus Indian or a white man automatically loses her rights as a status Indian.

The average white person's income is around five times as great as the average Indian's. Again the use of an average is confusing; income varies greatly among Indian bands. In recent years some Indian bands have had cash incomes as low as an average of \$55 a year, and some have averages over \$4,000. The range remains today, though the respective levels have changed with inflation. The hard fact is that eighty percent of Indian families are probably living in poverty by North American income standards. Indian employment is heavily concentrated in the least-skilled and lowest-paid jobs — only three percent are in professional or managerial occupations.

There are, nevertheless, signs that the Indian's lot is improving both through their own effort and with the help of the Department of Indian and Northern Affairs. The National Indian Brotherhood, for example, has been encouraging Indian involvement in and control of Indian education for several years through workshops, papers and negotiations with the Department of Indian and Northern Affairs. This year, Indian and Northern Affairs will spend approximately \$459 million on various projects including education (\$183 million), community affairs (\$188.8 million), economic development (\$34 million) and native claims. In education, the emphasis is on Indian content and bilingual (Indian and French or English) training.

National Metric Week

by Mark W. Holman

National Metric Week (May 5-9) was an appropriate time to take a look at what many people consider to be the future of the American measurement system. The International System of Units (Système International d'Unités), officially abbreviated SI, could be just that. SI is a modernized version of the metric system established by international agreement. It provides a logical and interconnected framework for all measurements in science, industry and commerce.

The Origin of the Metric System

The need for a single worldwide coordinated measurement system was recognized over 300 years ago. Gabriel Mouton, Vicar of St. Paul in Lyons, proposed in 1670 a comprehensive decimal measurement system based on the length of one minute of arc of a great circle of the earth. In 1671 Jean Picard, a French astronomer, proposed the length of a pendulum beating seconds as the unit of length. (Such a pendulum would have been fairly easily reproducible, thus facilitating the widespread distribution of uniform standards.) Other proposals were made, but over a century elapsed before any action was taken.

In 1790, in the midst of the French Revolution, the National Assembly of France requested the French Academy of Sciences to "deduce an invariable standard for all the measures and all the weights." The Commission appointed by the Academy created a system that was at once simple and scientific. The unit of length was to be a portion of the earth's circumference. Measures for capacity (volume) and mass (weight) were to be derived from the unit of length, thus relating the basic units of the system to each other and to nature. Furthermore, the

larger and smaller versions of each unit were to be created by multiplying or dividing the basic units by 10 and its powers. This feature provided a great convenience to users of the system, by eliminating the need for such calculations as dividing by 16 (to convert ounce to pound) or by 12 (to convert inches to feet). Similar calculations in the metric system could be performed simply by shifting the decimal point. Thus the metric system is a "base-10" or "decimal" system.

The Commission assigned the name *metre* — which we spell *meter* — to the unit of length. This name was derived from the Greek word *metron*, meaning "a measure." The physical standard representing the meter was to be constructed so that it would equal one ten-millionth of the distance from the North Pole to the equator along the meridian of the earth running near Dunkirk in France and Barcelona in Spain.

The metric unit of mass, called "gram," was defined as the mass of one cubic centimeter (a cube that is 1/100 of a meter on each side) of water at its temperature of maximum density. The cubic decimeter (a cube 1/10 of a meter on each side) was chosen as the unit of fluid capacity. This measure was given the name "liter."

The International Bureau of Weights and Measures located at Sevres, France, serves as a permanent secretariat for the Metric Convention, coordinating the exchange of information about the use and

refinement of the metric system. As measurement science develops more precise and easily reproducible ways of defining the measurement units, the General Conference on Weights and Measures (the diplomatic organization made up of adherents to the Convention) meets periodically to ratify improvements in the system and the standards.

In 1960, the General Conference adopted an extensive revision and simplification of the system. The name *Le Système International d'Unités* (International System of Units), with the international abbreviation SI, was adopted for this modernized metric system. Further improvements in the additions to SI were made by the General Conference in 1964, 1969, 1971, and 1975.

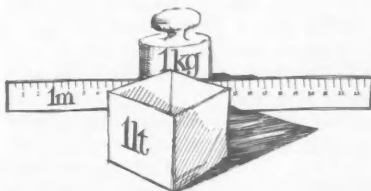
U.S. Metric History

Most Americans believe that America's current involvement with metric measurement is of relative recent origin. In fact, the move towards the metric system has been underway for many years, although the pace has been steadily accelerating over the past decade or so. In 1866, Congress authorized the use of the metric system in this country and supplied each State with a set of standard metric weights and measures.

In 1875, the U.S. reinforced its continuing participation in the development of an international metric system by becoming one of the original 17 signatory nations to the "Treaty of the Meter" also known as the "Metric Convention."

In 1893, the international standards which resulted were adopted as the fundamental measures of length and mass in the United States. Our so-called "customary" measurements — the foot, pound, etc. — have been defined in relation to the meter and the kilogram ever since.

In 1960 the U.S. participated in a conference held in Paris which replaced the standard meter bar with an isotopic



source. This new standard was immediately adopted by the U.S.

In 1975, the U.S. Congress, recognizing the increasing pace and rapid expansion of the metric conversion in America, passed the Metric Conversion Act.

How We Are Going Metric

The Metric Conversion Act was signed into law on December 23, 1975. The stated purpose of this Act is "to coordinate and plan the increasing use of the metric system in the United States through a process of voluntary conversion."

Impetus for the passage of the Act came from a major study conducted by the U.S. Department of Commerce from 1968-1971 as well as from increasing metric conversion activity between the years 1971-1975. As part of the

Commerce Department study, an advisory panel of 45 representatives consulted with, and took testimony from, literally hundreds of consumers, business organizations, labor groups, manufacturers, and State and local officials. The panel's report, "A Metric America, A Decision Whose Time Has Come," concluded that measurement in the U.S. is already metric in some respects, that it is becoming more so every day, and that the majority of participants in the study believed that conversion to the metric system is in the best interest of the Nation, particularly in view of the increasing importance and influence of technology in American life and our foreign trade.

The U.S. now is one of only four countries in the world not using the metric system (the others are Brunei, Burma and Yemen). In addition to its inherent advantages (extremely easy conversion among units within the system), the metric system is the universal, international language of measurement.

With conversion already in process, the question is whether this conversion should be voluntary and planned, voluntary and

Metric Conversion Chart

Approximate Conversions to Metric Measures

Symbol	When You Know	Multiply by	To Find	Symbol
Length				
in	inches	2.5	centimeters	cm
ft	feet	30	centimeters	cm
yd	yards	0.9	meters	m
mi	miles	1.6	kilometers	km
Area				
in ²	square inches	6.5	square centimeters	cm ²
ft ²	square feet	0.09	square meters	m ²
yd ²	square yards	0.8	square meters	m ²
mi ²	square miles	2.6	square kilometers	km ²
	acres	0.4	hectares	ha
Mass (weight)				
oz	ounces	28	grams	g
lb	pounds	0.45	kilograms	kg
	short tons (2000 lb)	0.9	metric tons	t
Volume				
tsp	teaspoons	5	milliliters	mL
tbbsp	tablespoons	15	milliliters	mL
in ³	cubic inches	16	milliliters	mL
fl oz	fluid oz	30	milliliters	mL
c	cups	0.24	liters	L
pt	pints	0.47	liters	L
qt	quarts	0.95	liters	L
gal	gallons	3.8	liters	L
ft ³	cubic feet	0.03	cubic meters	m ³
yd ³	cubic yards	0.76	cubic meters	m ³
Temperature (exact)				
°F	degrees Fahrenheit	5/9 (after subtracting 32)	degrees Celsius	°C

unplanned, or mandatory. Congress chose the first alternative: voluntary and planned conversion. The Metric Conversion Act created the U.S. Metric Board to coordinate a process of voluntary conversion to the metric system and to familiarize the public with the metric system through programs of information and education.

The U.S. Metric Board has no compulsory or regulatory powers. It consists of a chairman and 16 members appointed by the President and confirmed by the Senate.

It is truly a "citizen board," composed of Americans from all walks of life selected to represent consumers, industry, labor, government, education, science, and engineering. The Board meets bi-monthly to establish policy and set direction for the orderly, voluntary conversion to the metric system.

The Board is committed to assisting all interested individuals and groups in the planning and implementation of conversion. Participation in metric conversion is purely voluntary. The Board

will help each section of the economy to develop and execute its own metric conversion plan at the pace that sector considers most appropriate and economical. The Board will provide consulting services in the development of these plans and can arrange hearings to allow public comment on these sector plans.

To better coordinate the pace and timing among the various sectors, the Board will also provide a forum for the exchange of ideas and plans among sectors and will encourage the drafting of new or revised engineering standards.

Due to the voluntary nature of metric conversion in the U.S., the Board relies heavily on programs of public education and information. These programs are directed to specific economic and industrial sectors as well as to the public at large. The goal is to familiarize every citizen with the metric system so that the conversion process may proceed without causing unnecessary disruption or hardship to any industry, group or individual.

You and Metric

In 1906, Alexander Graham Bell told Congress that once we get used to metrics we'd no more go back to pounds and feet than we'd go back to doing mathematics in Roman numerals. It's simply a matter of getting used to the system. When Canada converted to metrics, few people liked the change. But once they found the change not as painful as expected, they accepted metrics and are now beginning to appreciate its simplicity and logic.

Here in the U.S., conversion is already well underway. Shoppers are buying products which are double-labeled. Canned and bottled goods have both customary and metric quantity labels. Some industries, like the liquor producers, label only with metric units. Gasoline is being pumped in liters and high school track events are run in meters.

Metric Conversion Chart

Approximate Conversion from Metric Measures

Symbol	When You Know	Multiply by	To Find	Symbol
Length				
mm	millimeters	0.04	inches	in
cm	centimeters	0.4	inches	in
m	meters	3.3	feet	ft
m	meters	1.1	yards	yd
km	kilometers	0.6	miles	mi
Area				
cm ²	square centimeters	0.16	square inches	in ²
m ²	square meters	1.2	square yards	yd ²
km ²	square kilometers	0.4	square miles	mi ²
ha	hectares (10,000 m ²)	2.5	acres	
Mass (weight)				
g	grams	0.035	ounces	oz
kg	kilograms	2.2	pounds	lb
t	metric ton (1,000 kg)	1.1	short tons	
Volume				
mL	milliliters	0.03	fluid ounces	fl oz
mL	milliliters	0.06	cubic inches	in ³
L	liters	2.1	pints	pt
L	liters	1.06	quarts	qt
L	liters	0.26	gallons	gal
m ³	cubic meters	35	cubic feet	ft ³
m ³	cubic meters	1.3	cubic yards	yd ³
Temperature (exact)				
°C	degrees Celsius	9/5 (then add 32)	degrees Fahrenheit	°F

To get a "feel" for metrics here are a few comparisons: A meter is a little longer than a yard. A liter is a little more than a quart. A kilogram is a little more than two pounds.

A car with a 20-gallon gas tank will take 76 liters for a fill-up. The 55-mile-per hour speed limit is 90 kilometers an hour. A car which gets 20 miles per gallon gets 8½ kilometers per liter.

A 200 pound man weighs about 90 kilograms. His 36 inch waist is 91 centimeters and his 15¼-inch neck is 40

centimeters around. His normal body temperature is 37 degrees Celsius.

For everyday use, there really isn't much metrication to learn. If you familiarize yourself with the liter, the meter, and the gram, and with the most common subunits and multiples of these: the kilo (1,000), centi (1/100) and milli (1/1000) and with a few Celsius units, you have the essentials of every day metrics.

Mr. Holman is an architect in the Minimum Property Standards Division, HUD's Office of Architecture and Engineering Standards, Wash., D.C.

"What in the world are these bulls doing on the road?" Al Nelson thought to himself as he threw his brand-new Mustang in reverse. While the New York-born maintenance engineer from the Office of Indian Programs (OIP) in San Francisco was somewhat startled, his adventure was typical for OIP staffers.

After flying to Reno from San Francisco, Al was traveling by car on his first trip (250 miles) to the Modoc-Lassen Indian Housing Authority, in Fort Bidwell, California. He had been with HUD/OIP less than 2 months. He picked up his rental Mustang and, resolutely following his map, headed out across the Empire Desert to the north. Coming over a rise, he quickly slammed on his brakes at the sight of those two bulls fighting on the highway. Before he was able to back up, they struck the front of his car, causing little damage, but "rocking the hell out of it." Stunned and startled, he nervously continued his journey. During the remainder of his trip, Al remembers "downing a sarsaparilla" alongside crusty old prospectors at a western saloon, running into a rain, sleet and snowstorm, the likes of which he hadn't seen in many a year, nursing his ever-lowering gasoline gauge, and spending the night in a rundown motel with no TV, no radio, 40-year old lamps, and a mattress shaped like the letter "U." To add insult to injury, he had to drive 30 miles to the west to get breakfast the next morning.

The San Francisco (Region IX) Office of Indian Programs (OIP) was set up in September 1975. Staff members are outstationed in Albuquerque and Phoenix

All in a Day's (and Night's) Work:

Glimpses of Indian Housing Staff in the San Francisco Region

by David J. Reiter

to be closer to their clients in Arizona, Nevada and New Mexico as well as California. Day-to-day activities bring OIP staff into contact with members of over 100 reservations, many of which are hundreds of miles from the nearest urban center.

Region IX's Office of Indian Programs has over 40 Indian Housing Authorities (IHA's), the largest volume of Indian program activity in the Nation, and almost one-half of the Nation's Indian service population. It is home to the Papago, Apache (White Mountain, San Carlos, Jicarilla and Mescalero) and Navajo tribes. The latter tribe is the largest in the Nation, with a population of 160,000 and land holding of over 15 million acres. During fiscal year 1979 Region IX's Office of Indian Programs earmarked over \$11,500,000 in Indian Community Block Grants among 131 eligible tribes, as well as provided millions in housing assistance.

With all this activity, much of the OIP staff needs to be "out in the field," and novel challenges and amusing episodes abound.

OIP staff people don't confine themselves to cars to get around. Some, like Kim Forrester, Construction Representative/Albuquerque, fly. A trip to the Mescalero Apache Housing Authority from his office by car would take 3½ hours. He can do it in 55 minutes by air. It cuts his travel time, and increases his productive, on-the-job time. Likewise, trips to the Hopi or Kaibab-Paiute Housing Authorities from Phoenix can take 5 to 7 hours by car. Flights can do it in one-third the time.

Other OIP personnel hike. Community Planning and Development Director Astrid Trauth and two of her staff, Carlos Mendoza and Don Feist, chose this form of transportation over helicopters or mules when they visited the Havasupai Tribe and their four CPD projects at the bottom of the Grand Canyon. The trio took almost 4 hours to negotiate the 7-mile trail. They arrived around 11:00 A.M. and promptly consumed almost 4 gallons of lemonade. (Carlos will never forget his canteen again.) At the conclusion of their trip, by majority vote, they *did* elect to helicopter out.

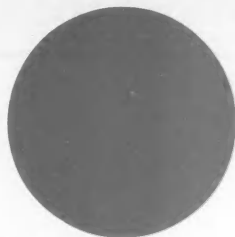
Still others of this staff drive — or at least try to. Jim Womack, HMO/Phoenix, has gone through 14 GSA cars and trucks traveling around Arizona since OIP's inception in 1975. Don Pike, HMO/Albuquerque, once took Maintenance Engineer John Muller's new GSA car to



the Mescalero Apache Reservation, 165 miles away, where it promptly broke down. Undaunted, Dandy Don hitchhiked the 13 miles out to the bus stop and rode the Greyhound back into Albuquerque. Jayne Hulbert, Director of Housing Production, once took a distinguished guest on a friendly drive north from Window Rock, Arizona (Navajo Reservation) to check out a demonstration housing project. The hours passed, the day wore on, the gas supply fell, and still no project. Although they never did find the project, when they reached Shiprock, New Mexico, they had at least viewed some of the truly beautiful scenery of the eastern third of the reservation.

Climate and weather periodically prompt "moments to remember." Alex Barela, Maintenance Engineer/Phoenix, remembers an inspection visit on the Salt River Reservation, just outside Phoenix. The month was August, when temperatures in the Arizona desert normally exceed 100°F. Answering a participant's request to check out a leaky pipe under the sink, Alex went in, opened the door, peered inside and immediately jumped back at the sight of a beady-eyed 3-foot garden snake staring at him. Our reptilian friend had sought out the cool, damp site earlier in the day. Alex laughingly recalls sprouting a few gray hairs on that one.

Nancy Menhennick's job as a Systems Accountant normally entails much traveling throughout the four States. One incident involving desert heat had to do with the thermal tape in her calculator turning blue while she was traveling in



western Nevada. With her ever-present sense of humor, she sent the tape with the trip report to her superiors in San Francisco.

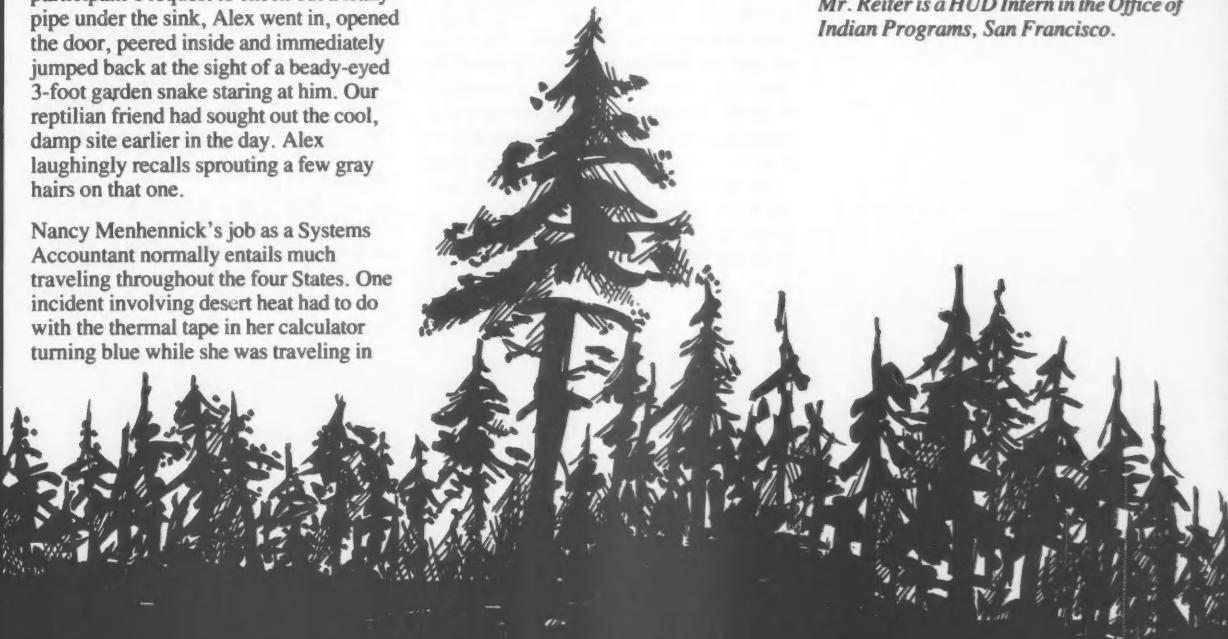
At the other end of the spectrum, are the wind, cold and snow that hit the mountainous regions and higher elevations throughout Region IX during the winter. Marian Newbert, HMO/San

Francisco, once had a plane departure delayed on one of her trips when the wind chill factor fell to 47 degrees below zero.

She and Glenn Tamanaha, Community Services Counselor/San Francisco, once held a participant's meeting late at night outside a gymnasium. Being dedicated HUD employees, they persevered with their meeting as the temperatures dropped (they were given coats), electricity in the town went dead (a participant turned his pick-up truck lights on), and the three-legged chalkboard teetered in the night wind (the fourth leg was nowhere to be found). They eventually moved the meeting to a hospital where there was auxiliary power and met with tribal representatives until after midnight.

And so it will go. Whether by mule or horseback, car or bus, on foot or in the air, in all types of weather, the stouthearted staff of Region IX's Office of Indian Programs will continue to cover the West for HUD.

Mr. Reiter is a HUD Intern in the Office of Indian Programs, San Francisco.





Arizona's Newest Tribe

by Jay W. Stribling

In September of 1978, President Carter signed a bill making the Pascua Yaquis the 15th federally-recognized Indian tribe in Arizona.

The following year, 1979, the Pascua Housing Authority was created and plans were implemented for construction of a 60-unit rental project. Tentative plans call for additional projects over the next 3 years.

Yaqui Indians are descendants of the ancient Toltecs who once roamed from what is now the State of Durango, Mexico, north to the southern part of Colorado, and west to the coast of California. At the time of the Gadsden Purchase in 1853, the U.S. boundary line determined by agreement with Mexico divided Indian territories occupied by Pimas, Papagos, Apaches, Yaquis and other American Indians. The main body of the Yaqui Tribe took up an agricultural life on the Rio Yaqui in Sonora, Mexico. Between 1880 and 1910, turbulent times again uprooted the Yaquis

when Mexico, under President Porfirio Diaz, subjected the tribe to severe oppression. To avoid extinction, many Yaqui families fled — some settling outside of Tucson, Arizona, and in other open areas in Arizona.

The Yaquis who settled in the Tucson areas lived in a 40-acre area called Old Pascua Village in severe poverty and struggled to keep their Indian identity, language and culture intact despite hard times and shrinking resources.

Tribal Growth

Beginning in the 1950's, tribal leaders became alarmed by the increasing pressures of Tucson's growth, which threatened the land they lived on and their tribal structure. The small 40-acre tract of land, now surrounded by Tucson, diminished until it could no longer support the members. Tribal leadership then began the long effort to obtain a new village site away from the population center, one that would accommodate the increasing numbers and counter the threat to tribal identity.





With the help of many Tucsonans and others, legislation was introduced in the 88th Congress to provide for the transfer of 202.76 acres of Federal land south of Tucson to the Yaquis. In 1964, the Pascua Yaqui Association was granted fee title to this land for the collective use and benefit of all Yaquis. But they still were not an official tribe. Many of the people moved to the new location, which became known as Pascua Pueblo. Their lives were improved somewhat, although adequate and decent housing, access to better education and health, and meaningful economic development were still far beyond their reach. The new village started with tin shacks, one source of water for the entire community, and substandard sanitary facilities.

Then, on September 18, 1978, Congress passed legislation recognizing the Yaquis as a tribe and establishing Pascua Pueblo as a reservation. Among other things, the legislation eliminated the remaining inequities which denied the tribe the benefits of programs designed to improve

the economic and social condition of the total Indian population.

The Pascua Yaqui Act provided:

- For the adoption of a constitution and by-laws to assure self-government.
- Entitlement to services, benefits and assistance generally available to all Indians because of their status as Indians under Federal law.
- That the lands are to be held in trust by the United States as a Federal Indian reservation.
- That the State of Arizona would retain civil and criminal jurisdiction over the reservation.

When Yaqui burdens were the heaviest, they said – “Yaqui and Proud.” They say it again today – knowing that they now have the tools and the determination to carry their burdens with renewed faith and confidence in a better tomorrow.

Mr. Stribling is Production Manager, HUD Office of Indian Programs, Phoenix.



An Overview of Indian Programs in Region IX (San Francisco)

by Emma D. McFarlin

American Indians have been a neglected minority longer than any other in the United States, and particularly in the West. Rural isolation, sparsity of population, cultural and linguistic differences are only a few factors which have set American Indians apart. Since 1970, American Indians have begun changing their communities under the Self-Determination Act. This process accelerated in recent years, and for the past 5 years HUD's Region IX Office of Indian Programs (OIP) has provided one of the most visible programs of change through public housing and community development on Indian reservation.

For the purpose of Indian Programs, Region IX's boundaries include the States of California, Arizona, Nevada, and New Mexico, in which is found the largest concentration of American Indians in the United States.

In 1975, our Region created an Office of Indian Programs (OIP) to better serve the special needs of the Native American population. Out of its San Francisco Main Office and its Phoenix and Albuquerque Field Offices, OIP provides services to approximately 148 eligible tribes and bands and to over 40 Indian Housing Authorities.

Housing Production

Building on an Indian reservation becomes complicated and challenging for a variety of reasons:

- unique legal problems, including determining land status and ownership;
- archaeological inspections suddenly ruling out proposed building sites;

- the necessity of continual interagency coordination, particularly with the Bureau of Indian Affairs and HEW's (now HHR's, Department of Human Resources) Indian Health Service to provide access roads, water and sewer systems;
 - severe weather conditions, such as the intense heat of Ft. Mohave near Needles, California, or the intense cold in Navajo areas affect housing design and the amount of time per year actually available for construction;
 - at times, lack of housing and other necessities for construction workers which hampers construction;
 - cultural preferences that sometimes are not compatible with financial realities.
- In spite of these difficulties, Region IX OIP has more than doubled the total number of "HUD homes" on reservations in the last 4 years. This year an additional 1,600 homes will be added to the current stock of 8,600 units.

In addition, 23 units of specialized housing will provide on-reservation group homes for the elderly, handicapped, and abandoned children; Dr. Karl Menninger, world-renowned psychologist, has been actively involved in the development of this demonstration.

Housing Management

Two of the most difficult problems in the management of Indian housing – collecting rent or home buyer payments and maintaining adequate management controls – have shown dramatic improvement in Region IX over the past few years. Collections for the past 9 months have averaged 90 percent. Also, most Indian Housing Authorities (IHA's) have made excellent progress in the area of recordkeeping, with books of account being brought up to date and maintained on a current basis.

Thirteen hundred of the 2,300 low-rent units in management have received modernization funds of over \$10 million to date.

Until November 1979, Mutual Help units were ineligible for modernization funding. Now that the regulations have been amended, we expect to concentrate on the 1,500 Mutual Help units in need of modernization this year.

Housing Counseling will benefit from operating subsidies that now are available to IHA's to cover counseling program expenses. Prior to this change, only development funds were available on a "one-shot" basis, which did not allow for an effective and ongoing counseling program.

Community Planning and Development

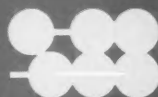
To better serve the needs of our clients, OIP's Community Planning and Development Division has established the Council on Indian Policy and Programs, composed of 16 tribal representatives, to advise and consult on operational aspects of the Community Development programs.

The tribes have used Community Development funds in creative ways:

- The Moapa-Paiute Tribe used HUD funds to construct large commercial tomato greenhouses, DOL/CETA grants to train employees, and a combination of other Federal agency funds.
- Gila River Indian community has developed a comprehensive Tourism and Economic Development Project, which includes an industrial park, riding stables, and recreation facilities.
- At the Colorado River reservation, HUD was a catalyst in developing interagency funding (5 agencies) that will lead to a tremendous improvement in health; the well water currently used is so full of minerals that it eats pipes, destroys plumbing, and turns skin and clothes orange. More importantly, it has caused a serious outbreak of hepatitis. With the help of HUD, the tribe is working to counter this condition.

Ms. McFarlin is Regional Administrator (HUD's Region IX).

Lines and Numbers



Indian Housing and Community Development Programs

Significant progress was made during FY 1979 in HUD's Indian Housing and Community Development programs. Construction starts for Indian Public Housing achieved a record high of 4,599 units in FY 1979. Completions totaled 4,363 units, an increase of over 60 percent from FY 1978. The FY 1980 goal of 5,000 unit starts and completions appears reasonable, considering trends over the past 2 years.

Indian tribal groups, as eligible recipients, have made use of the Comprehensive Planning Assistance (701) Program for a variety of planning purposes including management, programming, technical assistance, demographic studies, and social service planning. A total of 39 tribes have received 701 program assistance since 1964. Funding has leveled off to \$1 million, after peaking at nearly \$2 million in 1976.

The Housing and Community Development Act of 1977 added two new programs to the Secretary's Discretionary Fund, one of which was a separate Indian Community Development Block Grant (CDBG) program. Prior to this action, Indian tribes competed for CDBG non-metropolitan balance funds along with small cities. During FY 1979, the Department allocated \$28 million to the Indian CDBG program, a \$3 million increase from FY 1977, the last year the tribes were eligible for the Section 106, non-metropolitan discretionary balance program. For FY 1979, 149 tribes and villages received Community Development Block Grants.

Indian Housing Units Provided by the Low-Income Public Housing Program - Fiscal Years 1962-1979

Fiscal Year	Starts	Completions
1962-1968	3,986	2,392
1969	1,049	1,523
1970	3,763	1,206
1971	4,974	2,160
1972	3,111	2,889
1973	2,675	3,788
1974	2,638	3,499
1975	2,170	3,459
1976	3,507	2,695
1977	3,965	1,299
1978	4,581	2,677
1979	4,599	4,363

Comprehensive Planning Assistance (701) to Indian Reservations

Fiscal Year	Number of Grants	Amount
1964-1969	18	606,480
1970	28	721,366
1971	24	667,201
1972	50	1,331,555
1973	62	1,559,085
1974	63	1,636,000
1975	75	1,905,000
1976	85	1,982,000
1977	52	1,228,000
1978	55	1,250,000
1979	39	1,000,000

Indian Community Development Block Grant Program Funding 1975-1979 (Dollars in millions)

Fiscal Year	Amount
1975	\$10.7
1976	11.9
1977	18.8
1978	25.0
1979	28.0
1980 (estimated)	31.0

Source: Annual Report to Congress, FY 1979, Indian and Alaska Native Housing and Community Development Programs.

Prepared by: Robert E. Ryan
Office of Organization and Management Information

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